



**Wayne Motley, Mayor**  
Maria LaCour, City Clerk  
Dr. John Schwab, Treasurer

## Cleanup Grant Transmittal Letter

### IV.C.1.a Applicant Identification

City of Waukegan  
100 N. Martin Luther King Jr. Avenue  
Waukegan, Illinois, 60085

### IV.C.1.b Applicant DUNS number

The DUNS number assigned to the City of Waukegan is 0745838240000.

### IV.C.1.c Funding Requested

#### IV.C.1.c.i Grant Type

The City of Waukegan is applying for a Brownfield Cleanup Grant.

#### IV.C.1.c.ii Federal Funds Requested

The City of Waukegan is requesting \$200,000 worth of federal funds. The City of Waukegan is not requesting a cost-share waiver.

#### IV.C.1.c.iii Contamination

The Former Fansteel Property has both petroleum and hazardous substances as contaminants of concern and each will be allocated with \$100,000 of the total grant amount. The contaminants of concern as determined by the SRP Site Investigation are listed in the table below with a description specifying where the chemicals originated on the property. (See Excerpted Figure below)

Identifier	Description	CoPCs
REC 1	Site-wide historical heavy industrial uses including Fansteel/V.R. Wesson, US Steel Corp., Washburn & Moen Plant, and US Sugars Refining Co.	Heavy Metals, pH, SVOCs, PCBs, VOCs
REC 2	Former 15,000 gal. heating oil UST IEMA #921546	PNAs, BTEX
REC 3	Former 10,000 gal. grinding coolant and heptane storage UST	BTEX, PNAs, VOCs
REC 4	RCRA Waste Container (Drum Pad) Storage Area	VOCs, Metals, pH, PCBs, Chloroform
REC 5	High Voltage Transformer Area	PCBs
REC 6	Courtyard Electrical Transformer Area	PCBs
REC 7	Above Ground Storage Tanks Foundation Area	Unknown
REC 8	Waukegan Paint & Lacquer Property (adjoining off-site area)	VOCs, Metals, SVOCs

### IV.C.1.d Location

The Former Fansteel Property is approximately 11 acres in size and is bisected by the City of Waukegan's Market Street right of way. The property address is 801 S. Market Street in Waukegan, Lake County, Illinois 60085. The property is currently vacant.

**IV.C.1.e Property Information**

The Former Fansteel Property is located at 801 S. Market Street in Waukegan, Lake County, Illinois 60085.

**IV.C.1.f Contacts****IV.C.1.f.i Project Director**

Tom Hagerty

Phone: 847-360-0944

tom.hagerty@waukeganil.gov

1700 N. McAree Road

Waukegan, IL 60085

**IV.C.1.f.ii Chief Executive/Highest Ranking Elected Official**

Major Wayne Motley

Phone: 847-599-2510

wayne.motley@waukeganil.gov

100 N. Martin Luther King Jr. Ave.

Waukegan, IL 60085

**IV.C.1.g Date Submitted**

The Brownfield Cleanup Grant for the Former Fansteel Property, owner by the City of Waukegan, was submitted on December 18, 2015.

**IV.C.1.h Project Period:**

17 Months

**IV.C.1.i Population****IV.C.1.i.i General Population**

The following data was taken from the population finder on [www.census.gov](http://www.census.gov).

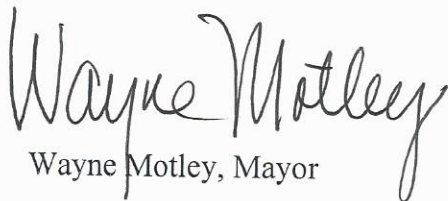
Population	
Total Population	90,893

**IV.C.1.j Other Factors Checklist: Attached**

Thank you for your consideration of the City of Waukegan's Cleanup Application for the Former Fansteel Property. Please contact me with any questions or comments.

Sincerely,

City of Waukegan

  
Wayne Motley, Mayor

cc. Matt Didier, U.S. EPA Region 5

### Appendix 3

### Cleanup Other Factors Checklist

Name of Applicant: City of Waukegan

Please identify (with an **X**) which, if any of the below items apply to your community or your project as described in your proposal. To be considered for an Other Factor, you must include the page number where each applicable factor is discussed in your proposal. EPA will verify these disclosures prior to selection and may consider this information during the selection process. If this information is not clearly discussed in your narrative proposal or in any other attachments, it will not be considered during the selection process.

	Other Factor	Page #
	<i>None of the Other Factors are applicable.</i>	
	Community population is 10,000 or less.	
	Applicant is, or will assist, a federally recognized Indian tribe or United States territory.	
	Targeted brownfield sites are impacted by mine-scarred land.	
<b>X</b>	Applicant demonstrates firm leveraging commitments for facilitating brownfield project completion by identifying amounts and contributors of funding in the proposal and have included documentation.	Pg: 8
<b>X</b>	Recent (2008 or later) significant economic disruption has occurred within community, resulting in a significant percentage loss of community jobs and tax base.	Pg: 3, 4
	Applicant is one of the 24 recipients, or a core partner/implementation strategy party, of a “manufacturing community” designation provided by the Economic Development Administration (EDA) under the Investing in Manufacturing Communities Partnership (IMCP). To be considered, <b>applicants must clearly demonstrate in the proposal the nexus between their IMCP designation and the Brownfield activities. Additionally, applicants must attach documentation</b> which demonstrate either designation as one of the 24 recipients, or relevant pages from a recipient’s IMCP proposal which lists/describes the core partners and implementation strategy parties.	
	Applicant is a recipient or a core partner of HUD-DOT-EPA Partnership for Sustainable Communities (PSC) grant funding or technical assistance that is directly tied to the proposed Brownfields project, and can demonstrate that funding from a PSC grant/technical assistance has or will benefit the project area. Examples of PSC grant or technical assistance include a HUD Regional Planning or Challenge grant, DOT Transportation Investment Generating Economic Recovery (TIGER), or EPA Smart Growth Implementation or Building Blocks Assistance, etc. To be considered, <b>applicant must attach documentation.</b>	
	Applicant is a recipient of an EPA Brownfields Area-Wide Planning grant.	

## Ranking Criteria for Cleanup Grants

### V.B.1 Community Need (20 Total Points)

#### V.B.1.a Targeted Community and Brownfields (8 Points)

##### V.B.1.a.i Targeted Community Description

The City of Waukegan is located along the shoreline of Lake Michigan in northeast Lake County, Illinois. Waukegan has been designated as one of the few remaining Environmental Justice Communities located in affluent Lake County, Illinois due to the historic contamination from the former industrial sites where the majority have been vacated, leading to a disproportionate number of Brownfield and Superfund sites scattered along Waukegan's lakefront. Over the last several decades the City's lakefront industrial activity has sharply declined leading to plant closures, employment loss for local residents, and an increase in poverty rates that has strongly impacted the local economy. The environmentally impaired sites scattered along the shoreline have impeded the ability of Waukegan to attract developers to revitalize Waukegan's Lakefront. Waukegan's 2003 Master Plan and 2015 Active Implementation Plan intends to construct recreational, retail, residential, office, and specialty uses needed to enhance the economy, conserve natural habitats, beautify the lakefront, and attract redevelopment to its full potential.

##### V.B.1.a.ii Demographic Information

	Target Community (e.g. Census Tract of Waukegan Brownfield Site)	City/Town or County (Waukegan)	State (Illinois)	National (US)
Population	3,003	89,078	12,830,632	311,536,594 <sup>1</sup>
Unemployment	25.1%	11.6%	5.4%	5.3% <sup>2</sup>
Poverty Rate	46.1%	20.3%	14.4%	11.3% <sup>1</sup>
Percent Minority	59.7%	53.4%	28.5%	36.7% <sup>1</sup>
Median Household Income	\$27,867	\$45,983	\$57,444	\$53,046 <sup>1</sup>
Other				

<sup>1</sup>Data are from the 2009 – 2013 American Community Survey and are available on American FactFinder at [http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS\\_13\\_5YR\\_DP03&src=pt](http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_13_5YR_DP03&src=pt)  
[http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS\\_13\\_5YR\\_DP05&prodType=table](http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_13_5YR_DP05&prodType=table)

<sup>2</sup>Data are from the Bureau of Labor Statistics and are available at [www.bls.gov](http://www.bls.gov)

##### V.B.1.a.iii Description of Brownfields

The site proposed to be remediated as part of the 2016 Brownfield Cleanup Grant is formerly known as the Fansteel Property located at 801 South Market Street within the City limits of Waukegan, Illinois. The site is bounded to the west by the Chicago and Northwestern Railroad

Company and the former Waukegan Paint and Lacquer Company property. Market Street and the Elgin Joliet and Eastern (EJ&E) Railroad Company bound the property to the east. The property is bounded to the north and south by undeveloped vacant parcels that were formerly a part of the heavy industrial activities. Currently, the approximate 11 acre site is a vacant undeveloped parcel land located along with shoreline of Lake Michigan.

Historically the site was used for heavy industrial activities dating back to 1890. In 1933 the Vascoloy-Ramet Corporation was formed between the joint venture of Vanadium Alloys Steel Company and Fansteel. Vascoloy-Ramet began its operation in Waukegan, Illinois in 1943 where they produced specialty-metal products, including cutting and milling tools, tool holding devices, coal-mining tools and accessories, construction tools, wear-resistant parts, powdered-metal components, sand-mold castings, investment castings, forgings, and special wire forms. The Fansteel VR plant ceased operations in April of 1987.

Prior to the previous owner/investor enrolling the site into Illinois Site Remediation Program on July 19, 2004 to begin remedial activities, the 170,000 square foot buildings were demolished including building foundations, footings, and concrete pads. Extensive Site Investigation work commenced in 2004 to 2005 leading the February 7, 2008 Illinois EPA approved Remedial Action Plan, Revision 1. Remedial activities commenced in 2008, but the remedial work halted in 2009 due to the real estate market collapse, which depleted the investor's funds to complete the approved remedial activities.

In December of 2014 the City of Waukegan purchased the Former Fansteel Property to finish the stalled cleanup work and continue to transform this land as part of the City's Master Redevelopment Plans. The City of Waukegan is now leading the completion of the remaining incomplete remedial work at the site, but to do so the City requires funding that is available through the Brownfield Clean-up Grant. Removing the remaining contamination will reduce environmental threats to Lake Michigan and the community, reduce our lakefront brownfields inventory, preserve greenspace, and improve economic conditions. This Cleanup grant will facilitate these goals and allow the City to redevelop a high priority site. The City of Waukegan is one of the few communities located along Lake Michigan that has the ability to utilize both, the vast setting of the lake and natural resources along Lake Michigan to balance redevelopment and sustainability that will enhance the economy and provide healthy enjoyment for its residents.

#### **V.B.1.a.iv Cumulative Environmental Issues**

Despite progress on major Superfund site, Waukegan's Lakefront is still scattered with several brownfield sites some of which have been remediated and others requiring further remedial action, including the Former Fansteel Site. In addition to the brownfields, Waukegan's Lakefront contains two superfund sites that are controlled by remediation, but contaminated with hazardous substances that precludes active re-use. The Outboard Marine Corporation is an approximate 100 acre site directly north of Waukegan Harbor that was formerly occupied by the outboard-boat motor manufacturing plant and a former railroad tie, coal gasification, and coke plant facility. Substantial remedial work is on-going to remove the contaminants of concern which include PCBs, tars, phenols, arsenic, ammonia, and trichloroethylene, a chlorinated solvent. Johns Manville is another Superfund site that is located along Waukegan's Lakefront that has hindered Waukegan's



ability to attract developers. Historically Johns Manville manufactured asbestos at the Waukegan facility where the 150 acres became a disposal area for asbestos products. The site is currently going through the final phase of remedial work, but no re-use or future development is expected.

With the departure of heavy industrial facilities that formerly occupied Waukegan's Lakefront several sites, including Fansteel, were left contaminated and underutilized. Waukegan has since made significant strides to remediating the blighted lakefront, but requires funding through the Brownfield Clean Grant to continue to transform the lakefront to realize the visions of its Lakefront Master Plan.

#### **V.B.1.b Impacts on Targeted Community (5 Points)**

The Cleanup Grant will assist in Waukegan's efforts to improve the living conditions of sensitive populations (African Americans, Hispanics, individuals with incomes below the poverty rate, children under 5 years, seniors over 65 years, single mother families and obese persons) located near the Former Fansteel Property. These groups are often less able to avoid these potentially adverse environmental exposures and their low economic status causes them to be less likely to have routine access to good nutrition and preventative health care.

Cleanup of this land will help facilitate the following benefits for the South Lakefront: mitigate threats to human health and the environment as well as providing data to attract developers to support redevelopment. This redevelopment would include the preservation of greenspace through the creation of trails, paths, parks, and waterfront recreational activities which will also potentially lower obesity rates for the City of Waukegan while promoting a healthier lifestyle.

#### **V.B.1.c Financial Need (7 Points)**

##### **V.B.1.c.i Economic Conditions (3 Points)**

With heavy industry's departure from the Waukegan, the local economy as a whole has taken a toll in recent decades. Industrial activities were once one of the largest employment sectors in Waukegan beginning during the height of the industrial era. Waukegan's industrial legacy has left behind several contaminated properties, the majority located along the former industrial lakefront. The contaminated lakefront areas are adjacent to Waukegan's downtown and residential neighborhoods that have left negative connotations surrounding the City and its ability to attract developers. Waukegan has become victim to disinvestment that has led to a disproportionate number of vacant undeveloped contaminated sites.

By the end of the 20<sup>th</sup> century, three of the four major industries along the lakefront closed. Waukegan's major industrial manufacturing facilities that occupied the lakefront began massive plant closures and layoff, which included Fansteel, Johns Manville, and Outboard Marine Corporation from 1990 to 2000. Since the industries departure from Waukegan for alternate labor markets, the local economy and tax base has since suffered. During that time, there was a resurgence in Waukegan's population due to the attractiveness of suburban living<sup>3</sup>.

The City of Waukegan is a community majority comprised of racial and ethnic minorities, 75.1% of the total population, and bears a disproportionate number of environmentally impaired sites from the former industrial uses making Waukegan an Environmental Injustice. The majority of residents are of Hispanic or Latino origin comprise approximately 53.4% of the total population according to the 2010 census.

	2010 Census Data		2014 Census Data	
Race	Number	Percent	Number	Percent
Total Population	89,078	100.0%	88,671	100.0%
Hispanic or Latino*	47,612	53.4%*	47,349	53.4%
White	41,552	46.6%	19,847	22.4%
Black or African American	17,081	19.2%	15,239	17.2%
American Indian and Alaskan Native alone	1,042	1.2%	81	0.1%
Asian alone	3,825	4.3%	4,151	4.7%
Native Hawaiian and Other Pacific Islander alone	52	0.1%	17	0.0%
Some other race alone	21,884	24.6%	375	0.4%
Two or more races	3,642	4.1%	1,612	1.8%

<sup>3</sup>. Data is from Waukegan Historical Society ([www.waukeganhistorical.org/places](http://www.waukeganhistorical.org/places))

<sup>4</sup>. Data Table from Census Bureau [Census.gov](http://Census.gov)

\* Hispanics may be of any race; also included in all applicable categories. Approximately 53.4% responded as being of the Hispanic or Latino origin based on the 2010 Census data.

#### **V.B.1.c.ii Economic Effects of Brownfields (4 Points)**

According to the 2009 to 2014 Census, the City of Waukegan's total population is 89,078. Waukegan's unemployment rate is 11.6% well above the State and National unemployment rates of 5.4% and 5.0%. Waukegan is the ninth largest city in Illinois where majority of residents are minorities. For the U.S. Census data collected for Waukegan, Illinois only 12.5% of the population was below the poverty level in 2008. That percentage has drastically changed since the recession of 2008. In 2013 it was estimated from the U.S. that 21.2% of Waukegan's population was below the poverty level. The City of Waukegan has had significant economic distress caused by its vacant brownfields that has resulting in lower income, higher unemployment, and an overall drop in the City tax base.

The City continues to suffer from environmental hardship caused by the lack of redevelopment along the lakefront of the remaining contaminated sites. This is in part, due to the area being a low income area and the perception that complicated development exists for numerous reasons including environmental conditions. Negative perceptions from the former heavy industrial activities have made it difficult to attract developers to redevelop the vacant environmentally impaired sites that will revitalize Waukegan back to a thriving lakefront community.

#### **V.B.2 Project Description and Feasibility of Success (30 Total Points)**

##### **V.B.2.a Project Description (15 Points)**

##### **V.B.2.a.i Existing Conditions (5 Points)**

The Former Fansteel Facility ceased industrial operations around 1987 leaving the site environmentally impacted from the former metal manufacturing process. All building structures,

footings, foundations, and concrete pads were demolished prior to the site being enrolled into the Illinois Site Remediation Program on July 19, 2004. Substantial Site Investigation work commenced from 2004 to 2007. Remedial work began in 2008 after the Remedial Action Plan, Revision 1 was approved on February 7, 2008. The remedy selected to address the Site's contamination was to excavate and place source area contamination in an Illinois EPA approved area for future disposal at an offsite Licensed Landfill in combination with the use of engineered barriers.

To complete the remedy, approximately 10,000 tons of contaminated source material requires future disposal at a licensed Subtitle D Landfill. The post-cleanup plans are to transform the site into usable space such as recreational areas, trails, parks, residential, and retail areas that is in conjunction with the City's Redevelopment Master Plan. The City is now leading the remaining remedial work that needs to be completed to achieve a No Further Remediation Status.

#### **V.B.2.a.ii Proposed Cleanup Plan (10 Points)**

The three alternatives that the City has evaluated included Alternative 1 through Alternative 3 detailed in the Table below.

Alternative 1	No Remedial Action
Alternative 2	Complete excavation and disposal of impacted soil on the subject property
Alternative 3	Combination of site excavation of impacted soil as well as capping and other engineered barriers

The City of Waukegan will move forward with Alternative 3 to allow for future redevelopment upon completion of remedial activities. Remedial activities proposed in Alternative 3 include the removal and disposal of the contaminated source areas that is present at the site. Upon landfill approval, the approximate 10,000 tons of contaminated soil will be disposed of at a Licensed Subtitle D Landfill.

Once the contaminated soil has been disposed of at a Licensed Landfill, confirmation sampling will be performed to ensure soil meets the 2008 Proposed Soil Remedial Objectives. Soil samples will be collected to be analyzed for constituents in App A of 35IAC Part 740 TCL and TPH as gasoline and diesel at an Illinois EPA-accredited laboratory. The former three source areas that were excavated in 2008 to 2009 remedial work did not complete confirmation sampling during that time and will be completed during the 2016 remedial work. The three former source area confirmation soil samples will be analyzed for constituents in App A of 35IAC Part 740 and TPH as gasoline and diesel.

The excavated areas will be back filled with pre-screened clean material that meets Tier 1 Residential Standards completed using the IEPA approved composite sampling method. A three foot engineered barrier comprised of clean material will be placed atop the site. The imported fill material for use as the engineered barrier will be analyzed for Appendix A-Target Compound List in 35IAC Part 740.

During the 2016 remedial activities, the partial engineered barrier placed in 2008 through 2009 will be further analyzed to verify the soil meets Tier 1 residential standards. The analysis includes



the collection of two composite samples per acre at random depths as well as four discrete surface samples collected from each acre to comprise one composite sample. All engineered barrier confirmation samples will be analyzed for the Target Compound List in App A of 35IAC Part 740.

The site will also comply with soil gas remediation objectives for indoor inhalation exposure routes through the collection of three soil gas samples collected from three former source areas that exhibited the greatest potential for exposure for the 2016 remedial activities. The soil gas samples will be collected at least six feet below ground surface (bgs), but above the saturated zone.

In the approved 2008 RAP, a re-evaluation of the potential for groundwater contaminants of concern (COC) to migrate off site and for residual soil COC to leach to groundwater was to be completed after the RAP was implemented. To evaluate reduction in groundwater contaminate concentrations, groundwater samples will be collected from six perimeter wells. Five wells will be installed on the eastern (down gradient) edge of the property and one well installed on the western edge (up gradient) edge as part of the 2016 remedial work. One well cluster (deep 40ft, shallow 20ft) will be placed in the center of the east side of the site. Consecutive quarterly groundwater monitoring for a minimum of year will be completed to ensure groundwater contaminate levels have been reduced to meet Lake Michigan surface water quality standards. All groundwater samples will be analyzed for VOCs, PAHs, and total and dissolved metals.

#### **V.B.2.b Task Description and Budget Table (10 Points)**

\*Procurement of all contracted services (i.e., costs listed on lines 6 and 8 of the budget table will comply with the procedures contained in 40 CFR 31.36). \*\*South Lakefront TIF #9 was adopted on June 17, 2013, and became active on January 1, 2014.

Task 1: Complete Site Cleanup – The following funding sources will be used by Waukegan to

Line #	Budget Categories (program costs only)	Task 1	Task 2	Total
		Complete Site Cleanup	Community Outreach	
EPA GRANT FUNDED PROGRAM COSTS				
1	Personnel			
2	Travel			
3	Fringe Benefits			
4	Equipment			
5	Supplies			
6	Contractual	\$200,000		\$200,000
7	SUBTOTALS	\$200,000		\$200,000
City of Waukegan Default Escrow and/or TIF #9 Funds** (APPLICANT MATCH)				
8	Contractual	\$182,831		\$182,831
9	In-Kind Services	\$ 30,000	\$5,000	\$35,000
10	SUBTOTALS	\$212,831	\$5,000	\$217,831
11	TOTALS	\$412,831	\$5,000	\$417,831

complete the project: \$200,000 from USEPA cleanup grant, \$182,831 from a City-held developer

default escrow fund and \$35,000 of City In-kind services (\$5000 community outreach and \$30,000 of City Public Works labor and equipment to load contaminated soil for landfill disposal).

Of the total, \$382,831 will be for contracted services for environmental consulting, remedial action construction, and landfill disposal of contaminated soil. A large portion of the project funding is for removal of contaminated soil that cannot be left under an engineered barrier. The soil concentrations model as a potential migration to Lake Michigan surface water standards impact. Approximately 10,000 tons of soil impacted from the prior industrial use will be removed, transported and disposed as non-hazardous waste at the local Subtitle D Landfill (10,000 tons x \$30/ton= \$300,000). The remaining costs will be for lab analysis, groundwater monitoring, IEPA SRP Fees and reporting to IEPA to demonstrate the remedial action is complete and the site warrants an NFR letter.

Task 2: Community Outreach and Involvement – \$5,000 total as in-kind services provided by the City of Waukegan. In-kind services will be utilized to assure the community residents and other stakeholders are well informed and that their concerns are fully addressed throughout the project. The City will continue to hold informational meetings and solicit input from community members on a quarterly basis during the duration of the project. Community outreach activities will be performed and may include room rental, newspaper public notice advertisements, mailings, updating the city website, display materials costs, signage, printing fact sheets, and various media events.

**Tracking Progress** - The City's goal for this key South Lakefront brownfield site is to obtain an IEPA NFR letter allowing residential and open space land use on the 11 acre site. The success of the Cleanup Grant will be tracked and evaluated throughout the grant's performance period. The City will track the progress of the Cleanup Grant by measuring the following:

<b>OUTCOMES:</b>
1) 10,000 tons of contaminated soil removed from the site in close proximity to Lake Michigan shoreline and placed in secure landfill.
2) Redevelopment of the site as residential dwellings, with parks, bike trails, and greenspace.
3) Redevelopment of the site for commercial, residential, recreational, and/or mixed use.
4) Community Education and Input
<b>OUTPUTS:</b>
1) IEPA approved Remedial Action Plan Addendum.
2) Number of Acres receiving IEPA NFR Letter.
3) Number of meetings conducted to educate and inform the public.
5) Amount of funding leveraged for the site.
6) Number of new jobs.
7) Tax revenue generated in the TIF #9.

Progress towards achieving these outcomes and outputs will be reported to USEPA as part of the required quarterly and annual progress reports. As appropriate, outputs and outcomes will be reported using ACRES.

#### **V.B.2.c Ability to Leverage (5 Points)**

Waukegan has two specific funding pools to leverage for this project (Developer Escrow and TIF #9). USEPA's cleanup grant completes our funding needs and results in a completed cleanup and NFR on this property. This property adjoins another site that was subject to USEPA Cleanup assessment grant funding in 2007 and now has an IEPA NFR. Waukegan's lakefront setting provides the attraction to leverage by its location and development amenities once the uncertainty of brownfield conditions is defined and overcome. The Developer Escrow represents funding to the City for a default on a prior development/cleanup agreement at the site.

***South Lakefront TIF #9 was adopted on June 17, 2013, and became active on January 1, 2014.***

The City recognizes the need for a strategy to revitalize properties and promote development within the boundaries of TIF #9. Moreover, the City finds that many of the redevelopment challenges are deeply rooted and will therefore need sustained and targeted investment to improve the area's growth prospects. Consequently, future private investment has been improved and now possible with TIF District #9 was adopted pursuant to the terms of the Act. Incremental property tax revenue generated by the development will play a decisive role in encouraging private development. Site conditions that may have precluded intensive private investment in the past will be eliminated. The City did not anticipate that area as a whole would be developed in a coordinated manner without the adoption of the TIF Redevelopment Plan. The City, has therefore acted to use tax increment financing in order to address local needs and to meet redevelopment goals and objectives in its South Lakefront Development District.

The adoption of TIF #9 makes possible the implementation of a comprehensive program for the economic redevelopment of the area. By means of public investment, the RPA will become a more viable area that will attract private investment. The public investment will lay the foundation for the redevelopment of the area with private capital. This in turn will set the stage for future retail, commercial and retail/residential/mixed use opportunities surrounding the area. The designation of the area as an RPA/TIF #9 will allow the City to pursue the following beneficial strategies:

- Enhancing area appearance through landscaping improvements, streetscaping, and signage.
- Establishing a pattern of land-use activities that will increase efficiency and economic inter-relationships, especially as such uses complement adjacent current and/or future commercial opportunities and City redevelopment projects within the RPA and/or surrounding area.
- Environmental remediation as needed and coordinated land assembly, in order to provide sites suitable for redevelopment.
- Providing infrastructure and roadway improvements that support subsequent redevelopment plans for the RPA (including coordinated access and egress to the eastern portion of the RPA).
- Entering into redevelopment agreements in order to redevelop property and/or to induce new development to locate within the RPA.

#### **V.B.3 Community Engagement and Partnerships (15 Total Points)**

### **V.B.3.a Plan for Involving Targeted Community and Other Stakeholders and Communicating Project Progress (5 Points)**

The City of Waukegan provided the community with a notice of its intent to apply for a USEPA brownfields grant for the Former Fansteel Property via city website and social media outlets on December 4, 2015. A public meeting was held on December 7, 2015. At the public meeting, the City presented the scope of the project and provided opportunity for the community to comment on the application.

In addition, the City will provide periodic updates to the Common Council on the project activities. The City will also offer public meetings periodically throughout the grant award period informing the public on the progress of the cleanup. If health threats are identified, the City and County Health Departments will be notified to partner in disseminating information and educating residents. The underlying goal of the program is to receive community input with the City processing this information continuously during the implementation of the grant in order to achieve maximum results of the activities undertaken.

### **V.B.3.b Partnerships with Government Agencies (5 Points)**

IEPA implements the state environmental brownfield program. The City of Waukegan will work directly with the IEPA to insure the appropriate cleanup. All cleanup activities and objectives will be completed in accordance with 35 IAC Part 742. The site is currently enrolled in the voluntary IEPA Site remediation Program (SRP). Representatives from the City of Waukegan and the IEPA have met since 2014 to discuss the most appropriate remedial strategy.

Both the City of Waukegan and Lake County Health Departments are aware of the current state of the site. Both organizations are willing to provide their contacts and expertise to make aware the public of the activities to be completed at the site.

### **V.B.3.c Partnerships with Community Organizations (5 Points)**

Partnerships with stakeholders have been developed and will be critical to the long-term success of the City's Brownfields Program. The City of Waukegan will work together with the following Community-Based Organizations (CBOs) to inform and involve the community to ensure the success of the redevelopment activities for the Former Fansteel Property. Letters of support detailing the organizations' roles and participation in the project activities are included as attachments. Partnerships with CBOs include:

#### **Lake County Branch of the NAACP**

The Lake County Branch of the NAACP will assist in providing an educational role in the community by helping the City distribute project information to the community and make the Former Fansteel Property more apparent within the NAACP community. Waukegan is an Environmental Justice (EJ) Community having a disproportionate share of Superfund and Brownfield sites and the NAACP will help raise awareness for this project that will incite more optimism for redevelopment in Waukegan.

#### **Waukegan Chamber of Commerce**

The Waukegan Chamber of Commerce will work with the community to engage and raise awareness for the Former Fansteel Property by exuding positive focus to the South Lakefront

Redevelopment. The cleanup and redevelopment of the property directly benefits the Chamber of Commerce's city-wide objective. The Chamber of Commerce wants to restore Waukegan's image and community by encouraging local businesses and entrepreneurs to become aware of the Waukegan Master Plan and invest in the future of this Lakefront.

### **Waukegan Main Street**

Waukegan Main Street (WMS) will get involved by promoting the redevelopment of the South Lakefront Property by educating and showing the community the economic potential of the property. The main objective of WMS is to promote the redevelopment of the city and encourage more business and people to the Lakefront. Cleaning up prime real estate along the South Lakefront is what WMS is trying to accomplish and will improve the environment, strengthen the economy, and bring in new business.

### **Most Blessed Trinity Parish**

The Most Blessed Trinity Parish will contribute to the community by educating its members about the redevelopment plan and how this redevelopment can help their families and their community. Their main focus is to assist the community and help people acquire their daily needs. They can help by hosting public meetings to spread awareness for the cleanup at the Former Fansteel site and engage their members to be more active within the community.

## **V.B.4 Project Benefits (20 Total Points)**

### **V.B.4.a Health and/or Welfare and Environment (10 Points)**

#### **V.B.4.a.i Health and/or Welfare Benefits (5 Points)**

Eliminating the environmental contamination from the Former Fansteel Property will help the City of Waukegan achieve its Master Plan goals of developing the South Lakefront. Residents in the area will benefit from the removal of contaminants due to a decrease in the exposure to the threat and entice developers to invest on the lakefront. The cleanup funds will be utilized to eliminate the existing threats to human health and the environment, while also making the property "development ready".

The 2003 Master Plan consists of creating an entire community, mixed-use commercial and residential homes, which would lead to an increase in job creation, new housing to expand Waukegan and enhance the economy from new businesses relocating to Waukegan revitalized lakefront. The City also intends to use the recommendations made in the 2015 Lakefront Active Implementation Plan regarding the lakefront potential for watercrafts, nature enthusiasts, and recreational activities that will attract all types of users. The City plans to enhance natural greenspace areas that are home to Waukegan's rare native flora and fauna. They plan to create a continuous multiuse trails along the lakefront and downtown that can be used by pedestrians and cyclist which will help reduce obesity rates and promote a healthier style of living for the community.

#### **V.B.4.a.ii Environmental Benefits (5 Points)**

The Former Fansteel Site is one of Waukegan's high priority brownfield sites with known environmental conditions and a well-formulated cleanup plan that can be timely implemented. The contamination poses a risk to the Lake Michigan environment. Although the Site is isolated,

children and youth trespassing may be exposed to contaminants of concern. The brownfield challenges in the City of Waukegan can be directly correlated to a growing unemployment rate, increasing poverty rate, and the health of its population. The following table details confirmed the contaminants of concern (COC) at the Former Fansteel site and their potential health effects:

COC	Potential Health Effect
Heavy Metals	Decreased intellectual development of infants and children; effects to gastrointestinal, renal and reproductive systems of children and adults.
PCBs	Changes in the blood and liver, depression, fatigue, liver damage; reproductive effects; [potential occupational carcinogen].
BTEX	Lassitude, dermatitis, giddiness, headache, liver and kidney damage, narcosis and coma
PAHs	Cataracts, kidney and liver damage, jaundice and cancer
Chloroform	Lassitude (weakness, exhaustion); anesthesia; enlarged liver; [potential occupational carcinogen]
<a href="http://www.cdc.gov/niosh/npg/">http://www.cdc.gov/niosh/npg/</a>	

As reported by the Pollution Information Scorecard ([www.scorecard.org](http://www.scorecard.org)) using data from 2002, Lake County is in the top 20-30% of the dirtiest/worst counties in the United States for total environmental releases. The Former Fansteel Property contains soil impacts that could potentially be blown into air and/or leach into Lake Michigan, a water supply for majority of the Chicagoland area. Children and newborns are particularly sensitive to the health effects of air pollution since they take in more air than adults for their body weight, and consequently, are exposed to a relatively greater dose of pollutants. Cleaning up this site and eliminating environmental issues would immensely benefit health and well-being of Waukegan and Lake County residents.

#### **V.B.4.b Environmental Benefits from Infrastructure Reuse/Sustainable Reuse (5 Points)**

##### **V.B.4.b.i Policies, Planning, or Other Tools (2 points)**

Remediating and redeveloping the Former Fansteel Property plays a big role in revitalizing the South Lakefront Property and promote new developments along Lake Michigan. Waukegan will require developers to present plans that promote transit oriented residential and retail/commercial areas that have become attractive to young families. The attractiveness of the lakefront living and ease of commuting to downtown Chicago and other cities along the lakefront will allow for Waukegan to attract new residents and lifestyles.

##### **V.B.4.b.ii Integrating Equitable Development or Livability Principles (3 points)**

The Brownfield Cleanup Grant will enhance the lakefront in Waukegan and promote the stated goals of the Waukegan's Master Plan, which includes developing healthy, safe, and vibrant neighborhoods along Lake Michigan that will revitalize the community. Bringing the Former Fansteel Property into environmental compliance with all State and Federal environmental regulations will provide developers with a parcel that is “shovel ready” and reduced liability.



Redevelopment along the lakefront will help bring Waukegan's adjacent downtown back to its vibrance. It was once a thriving city center that created an abundance of jobs, shopping, entertainment, and outdoor recreational activities. This newly restored downtown will enhance the local economy through job growth and local expenditures that enhance the local economy. Redevelopment will help promote Waukegan's Lakefront attractiveness that many of the thriving North Shore cities currently enjoy.

#### **V.B.4.c Economic and Community Benefits (long-term benefits) (5 Points)**

##### **V.B.4.c.i Economic or Other Benefits (3 Points)**

The redevelopment of the Former Fansteel site promotes economic stimulation in the City by increasing home and property values that typically occur after redevelopment of brownfields sites. The current median value of owner-occupied housing units in Waukegan is \$130,900 which is significantly lower than the Illinois median of \$175,700 ([www.census.gov/](http://www.census.gov/)). Redevelopment efforts will increase the median value and will also support the City's efforts to increase quality employment by supplying jobs as stated in the 2003 Waukegan Master Plan for the South Lakefront.

##### **V.B.4.c.ii Job Creation Potential: Partnerships with Workforce Development Programs (2 Points)**

The redevelopment of the Former Fansteel Property is a portion of the Waukegan Master Plan that was unveiled in 2003. Hiring local companies and workers to create these neighborhoods and new commercial buildings was one of the main objectives in this plan.

#### **V.B.5 Programmatic Capability and Past Performance (20 Total Points)**

##### **V.B.5.a Programmatic Capability (12 points)**

The City will manage this project as it has numerous successful projects using the Director of Public Works as the Grant Project Manager in combination with procurement of specialized environmental consultants/contractors to implement the remedial action work and deliverables to IEPA that will facilitate the site NFR letter. The Director of Public Works will be supported by the Mayor's office Director of Policy and Projects and the City's Director of Finance. Mr. Tom Hagerty, Public Works Director has held this position at the City for 13 years. He manages a \$30 million annual budget and an internal work force of 95 employees plus consultants and contractors. Mr. Hagerty typically manages one to two Grant projects annually including Illinois DNR, USEPA, and Federal Highway funded projects.

We have the system in place to ensure the timely and effective expenditure of these USEPA funds to achieve the project goals and objectives. We have an efficient program of City procurements that meets FAR guidelines and we will use this process to bring in contractor services. During 2015, in anticipation of this FY 2016 Cleanup Grant Application, we enlisted the site in the IEPA Site Remediation Program and have an agreed upon Remedial Action Plan ready for IEPA approval. The site is located within 15 miles of an IEPA licensed Subtitle D landfill to facilitate economic transport and disposal—a key work element to achieve site clean up to residential land standards.

Lastly, Waukegan has a demonstrated record of effectively utilizing USEPA BF and GLRI grants and leveraging to implement lakefront improvement projects and cleanups.

#### **V.B.5.b Audit Findings (2 points)**

The City of Waukegan audit findings as of the Fiscal Year Ended April 30, 2014 may be found in the “City of Waukegan Report on Federal Awards” filed with the Federal Audit Clearinghouse. Only those findings related to the City of Waukegan are included, and findings for the Waukegan Public Library have been excluded, in the following summary:

- Finding 2014-001: External Financial Reporting. Statement on Auditing Standards (SAS) No. 115 requires auditors to report a material weakness if material journal entries are detected as part of the financial audit, or the auditor prepares the annual financial statements and notes. Due to the City’s budgetary constraints restricting the City’s ability to add additional professional accountants to staff and/or to procure new software capable of producing full financial statements, the City will continue depending on the auditor to prepare the financial statements for the foreseeable future. However, the City has made progress over the past few years in taking on more of the fiscal year end processes and thoroughly reviews the financial statements prior to publication.
- Finding 2014-002: Internal Control Environment. The auditors found that the City’s internal controls sufficient to properly segregate duties were lacking in the areas of Utility Billing and Account Reconciliation. The City agrees with the findings, and has implemented several new procedures including additional supervisory approval and information system user access controls to address these findings.
- Finding 2014-003: Information Technology Controls. The auditors identified a weakness in system access to the City’s information systems, and a lack of data backup procedures. The City’s information technology department has set forth to strengthen user access criteria and documentation, and has implemented periodic data restores to ensure data may be recovered if need be.
- Finding 2014-004 relates to the Waukegan Public Library and is not applicable to this application.
- Finding 2014-005: Equitable Sharing Program. The Department of Justice Equitable Sharing Program requires that a local law enforcement agency must annually submit a signed Equitable Sharing Agreement and Certification Form within 60 days of fiscal year end. The City did file the form, but after the deadline. The City agrees with the auditor’s finding and has made the necessary changes to ensure this report is filed timelier.
- Finding 2014-006: Community Development Block Grant, Department of Housing and Urban Development. Program requirements described in 24 CFR parts 570 require the submission of SF-425 Federal Cash Transactions Report on a quarterly basis. The Federal Cash Transactions Reports for FY14 were not mathematically accurate. The City implemented a procedure whereby the report in question is prepared by CDBG staff and reviewed and signed by the Director of CDBG prior to submission.
- Finding 2014-007: Community Development Block Grant, Department of Housing and Urban Development: Payroll expenditures charged to federal grants must be in accordance with the requirements of Circular A-87, Cost Principles of State and Local Governments. It was noted that 2 of the 4 CDBG department employees’ salaries charged under the multiple federal grants were not validated with timecards, personnel activity report or time

studies. To address this finding, weekly timesheets showing the programs / projects being billed on an hourly basis are now being used.

- Finding 2014-008: 14.218 Community Development Block Grant, Department of Housing and Urban Development. Per OMB A-87, if an employee is charged solely to a federal grant or the recipient of federal funds, the City must maintain semi-annual certification forms on the sources funding the employee's salary. This was not occurring. Presently, the City has implemented the use of a form for the semi-annual certification for salaries charged under the CDBG grant. Forms are on file in the CDBG office.
- Finding 2014-009: COPS Hiring Program. Per OMB A-87, if an employee is charged solely to a federal grant or the recipient of federal funds, the City must maintain semi-annual certification forms on the sources funding the employee's salary. Police officers' salaries charged under the COPS grant were not certified as being charge solely to the COPS grant program. It has been the position of the Chief of Police's office that the negative labor management impact caused by requiring collectively-bargained for patrol officers to sign such certifications during a time when the Union contract was expired, and the City was in Interest Arbitration with the Union outweighed the benefit of compliance with the auditor's recommendation. Since the Union contract has now been resolved, starting in November, 2015, certification forms will be included in each grant-funded officer's payroll check twice per fiscal year to be reviewed, signed, and returned.
- Finding 2014-010: COPS Hiring Program. Financial and performance reports were not being reviewed by someone other than the preparer before being submitted. The City does not concur with the audit finding and feels adequate controls are in place as the Police Department staff provides Finance staff with performance data, and Finance staff prepares the financial information and retains all back-up for the compilation of said financial information in its files. The financial information is tied back to the general ledger by Finance staff. The report is submitted electronically, and after submission Police Department staff reviews the electronic report for accuracy during the two week grace period. In other words, the Police Department and Finance staff verifies each other's work.
- Finding 2014-011: COPS Hiring Program. The requirements for cash management are contained in the A-102 Common Rule, treasury regulations at 31 CFR part 205, program legislation, awarding agency regulations, and the terms and conditions of the award. During testing of reimbursement requests it was noted that each of the cash draws were not reviewed by someone other than the preparer before funds were requested. The City concurred with the auditor's recommendation, and implemented a procedure toward the end of the 2015 fiscal year whereby the Chief of Police reviews grant reimbursement requests prior to their submission.

#### **V.B.5.c Past Performance and Accomplishments (6 Points)**

##### **V.B.5.c.i Currently or Has Ever Received an EPA Brownfields Grant**

The City received a Brownfield Assessment Grant for an abandoned railroad and scrapyard property Hazardous Substance and Petroleum Project in 2006. Waukegan made effective use of a \$400,000 USEPA Brownfield Assessment Grant to investigate and define environmental conditions adjacent to the Lake Michigan shoreline where a former RR engine roundhouse and rail service yard was located from the early to mid-1900s. This grant work removed environmental uncertainties related to this important Lakefront parcel and has provided the City with sufficient

environmental risk definition to acquire the property. The City is in the final stages of acquisition and rail line abandonment to make way for “rails to trails” open space uses along the Lakefront and public access bicycle path/roadway right of ways. The scrapyards property received the first residential land use IEPA NFR letter on the South Lakefront in 2009.

### **III.C Threshold Criteria for Cleanup Grants**

#### **III.C.1 Applicant Eligibility**

##### **III.C.1.a Eligible Entity**

The City of Waukegan is an eligible entity in the category of a General Purpose Unit of Local Government (For purposes of the brownfields grant program, EPA defines general purpose unit of local government as a "local government" as defined under 40 CFR Part 31.).

##### **III.C.1.b Site Ownership**

The City of Waukegan is the sole property owner of the Former Fansteel Property. The property was acquired during December 2014 through a quit-claim deed.

#### **III.C.2 Letter from the State or Tribal Environmental Authority**

Please see attached letter from the Illinois EPA (IEPA) in regards to the Brownfield Cleanup Grants funds for the Former Fansteel Property.

#### **III.C.3 Site Eligibility and Property Ownership Eligibility**

##### **Site Eligibility**

##### **III.C.3.a Basic Site Information**

The subject site and project herein is referred to as the Former Fansteel Property. The address of the site is 801 S. Market Street within the city limits of Waukegan, Illinois (42°20'42.61"N, 87°49'42.52"W) comprised of approximately 11 acres.

##### **III.C.3.b Status and History of Contamination at the Site**

The property has a long history of industrial use dating back to the 1890s. Sanborn maps from 1890 and 1892 detail the U.S. Sugar Refinery and U.S. Starch Works operating the two facilities located on the subject property. By 1912 a corn products refinery company operated at the industrial facilities onsite. Detailed within the 1912 Sanborn was a coal unloading tower and a portion of the southern facility was used for oil storage consistent with industrial operations during the time period. From 1917 to 1949 several building additions occurred that were occupied by businesses that included a mattress and spring storage company, a machine shop, a machine and repair shop, Big Ben Coal Company, O'Connell Motor Truck Company factory, Chicago Color Co., Oxide Ochre Color Manufacturing, American Can Company, Triple Metal Corp. Machine Shop, the Waukegan Foundry Company, Steel Kitchen Company, American Lakes Paper, Champion Folding Furniture, American Concrete Co., Marbelite Co., Braun Manufacturing Co., and National Popcorn.

By 1949, many of the smaller shops/buildings onsite had been demolished. The Vascoloy-Ramet Corporation (a subsidiary of Fansteel) was formed in 1933 as a joint venture between Fansteel and the Vanadium Alloys Steel Company. The Vascoloy-Ramet Corporation operated the industrial activities in the main facility located on the subject property beginning in 1943. The Vascoloy-Ramet Corporation later dissolved and reorganized as the VR/Wesson Division of Fansteel. The Fansteel VR/Wesson plant discontinued operations in April 1987.

Ampsky & Associates, LLC, the previous owner/investor, acquired the property and performed demolition and removal of the building foundations, footings, and concrete pads in 2004 to

facilitate an environmental investigation for future redevelopment work. Site Investigation activities commenced shortly after the property acquisition to determine the contaminants of concern from the former industrial activities. Upon approval of the Remedial Action Plan the remedial work commenced, but stopped before completion in 2009 due to the real estate market collapse and absence of public/private funding.

In December of 2014 the City of Waukegan purchased the undeveloped, partially remediated property as a key South Lakefront development site. The South Lakefront development site in the City of Waukegan's 2003 Master Plan purposes open green space, residential, and neighborhood retail redevelopment once the petroleum and hazardous substances are remediated to acceptable levels.

### **III.C.3.c Sites Ineligible for Funding**

The City of Waukegan is eligible for the Brownfield Cleanup Grant for the Former Fansteel Property. They currently are the sole owners of the property and are an eligible government entity.

### **III.C.3.d Sites Requiring a Property-Specific Determination**

The target site does not require a property specific determination.

### **III.C.3.e Environmental Assessment Required for Cleanup Proposals**

The City worked with USEPA to have an updated AAI Phase I Environmental Assessment completed by USEPA's START Contractor, Tetra Tech in December 2014 so that the property will qualify for USEPA cleanup funding. **Table 1** below details the IEPA approved work that has been completed at the site to date.

**Table 1: Former Fansteel IEPA SRP Activities**

<b><i>Former Fansteel Site SRP Submittals to IEPA</i></b>		
<b>Document</b>	<b>Document Date</b>	<b>IEPA Approval Date</b>
Enroll in SRP	July 19, 2004	--
Site Investigation Work Plan	November 16, 2004	*March 8, 2007
Site Investigation Report	February 25, 2005	*November 5, 2007
Supplemental Work Plan and Response to IEPA Comments	June 20, 2005	*March 8, 2007
Remedial Objective Report	October 21, 2005	*November 5, 2007
2nd Supplemental Work Plan and Response to IEPA Draft Comment	January 16, 2006	*March 8, 2007
2nd Supplemental Sampling & Analysis (Revised) Site Investigation Work Plan	January 26, 2007	March 8, 2007
Site Investigation Report Addendum	September 6, 2007	November 5, 2007
Remedial Action Plan	September 18, 2007	November 5, 2007
Remedial Action Plan, Revision 1	January 15, 2008	February 7, 2008
Partial completion of Remedial Action	2007-2009	



City of Waukegan Property Acquisition	December 2014	
USEPA START Contractor Updated AAI Phase I	December 2014	
City of Waukegan Re-enlist in IEPA SRP	March 30, 2015	March 31, 2015
City of Waukegan Remedial Action Plan Addendum	April 2015/December 2015	Review Pending Approval
*IEPA approval received after additional information was submitted		

## **Property Ownership Eligibility - Hazardous Substance Sites**

### **III.C.3.f CERCLA §107 Liability**

The City of Waukegan affirms that it has no CERCLA 107 liability at the property. At no time was the City an owner, operator, or a party that facilitated in contaminated substance management or disposal at the property.

### **III.C.3.g Enforcement or Other Actions**

The City is not aware of any enforcement or other actions at the site related to contamination present at the site. The City has been working closely with IEPA to address the scope of the remaining remedial work and seek funding.

### **III.C.3.h Information on Liability and Defenses/Protections**

#### **III.C.3.h.i Information on the Property Acquisition**

The City of Waukegan acquired the site on December 14, 2014 by negotiated purchase with an individual investor on a fee simple basis.

#### **III.C.3.h.ii Timing and/or Contribution Toward Hazardous Substances Disposal**

The Former Fansteel Property has a history of industrial use dating back to the 1890s. Contamination from industrial activities were generated by Fansteel during its operations up to 1987. The site was contaminated prior to the City's purchase of the property in 2014. There has been no arrangements by anyone for disposal or transporting of contaminated substances at the Former Fansteel site.

#### **III.C.3.h.iii Pre-Purchase Inquiry**

Prior to the site acquisition USEPA's Start Contractor, Tetra Tech, Inc., performed an AAI Phase I ESA as due diligence on the property as a Region V Targeted Brownfields Assessment Funded Project (see details below).

Date Prepared.....	December 5, 2014
Technical Direction Document Number.....	S05-0003-1411-001
Document Control Number.....	0095
Contract Number.....	EP-S5-13-01
START Program Manager.....	Kevin Scott
Telephone Number.....	(312) 201-7739
U.S. EPA Targeted Brownfields Assessment Coordinator.....	Brad Stimple

**\*\*This is a Region 5 Targeted Brownfields Assessment Funded Project\*\***

#### **III.C.3.h.iv Post-Acquisition Uses**

The property is a key South Lakefront redevelopment parcel in the City's Lakefront Redevelopment Master Plan and was unwilling to wait for this private sector firm to further delay cleanup of the site. Therefore, they acquired it and plan to diligently move forward to prepare it for re-development as residential and open space lakefront uses.

#### **III.C.3.h.v Continuing Obligations**

Upon closure of Fansteel in 1987, the threats of continued and future releases of contamination from Fansteel's industrial activities ceased. Upon Ampsky purchasing the property, all buildings, footings, and concrete pads were demolished, all that remained was a vacant, undeveloped parcel that limited exposure from the previously released contamination.

IEPA approved the January 15, 2008 Revised Remedial Action Plan that summarized the remedial action technologies that would be implemented to facilitate the planned redevelopment as part of Waukegan's Master Plan. The remedy selected to address the contamination was to excavate higher concentrated source areas, place in an IEPA approved location onsite, for future disposal to an off-site Licensed Subtitle D Landfill in combination with the placement of a three foot engineered barrier, of clean soil that meets residential remedial objectives, atop the entire site. A portion of the approved remedial activities were completed up to 2009. The City of Waukegan will complete the remaining remedial cleanup and provide access to the property. The table below summarizes the remedial action technologies that will be implemented on site and will comply with all land-use restrictions and institutional controls.

#### **III.C.4 Cleanup Authority and Oversight Structure**

##### **III.C.4.a Cleanup Oversight**

The Former Fansteel Property is currently enrolled and active within the IEPA Site Remediation Program. Waukegan will facilitate and oversee all remaining remedial activities that will be completed by a qualified environmental consultant. Procurement of a qualified environmental consultant will comply with the rules and regulations of municipalities hiring outside contractors through the public qualification request.

##### **III.C.4.b Access to Adjacent Properties**

The property is bounded to the west by the Chicago and Northwestern Railroad Company and the former Waukegan Paint and Lacquer Company property. Market Street and the Elgin Joliet and Eastern (EJ&E) Railroad Company bound the property to the east. The subject property is bounded by undeveloped land to the north and south. As the target site is surrounded by vacant undeveloped parcels, no adjacent properties will threaten access to facilitate the remaining remediation.

#### **III.C.5 Statutory Cost Share (See also IV.E on Leveraging)**

##### **III.C.5.i Meet Required Cost Share**

They will utilize funds from Ampsky & Associates that were set aside specifically for remediation when the City of Waukegan acquired the property and/or TIF #9 Funds.

##### **III.C.5.ii Hardship Waiver**

Hardship Waiver is not applicable.

#### **III.C.6 Community Notification**

Community notification regarding the Former Fansteel Property are found in the attachments section of this application.



# ILLINOIS ENVIRONMENTAL PROTECTION AGENCY

1021 NORTH GRAND AVENUE EAST, P.O. BOX 19276, SPRINGFIELD, ILLINOIS 62794-9276 • (217) 782-2829

BRUCE RAUNER, GOVERNOR

LISA BONNETT, DIRECTOR

December 8, 2015

City of Waukegan  
Attn: The Honorable Wayne Motley, Mayor  
100 Martin Luther King Jr. Avenue  
Waukegan, IL 60085

Dear Mayor Motley:

The Illinois Environmental Protection Agency (Illinois EPA) has received your request for a letter of acknowledgement for an upcoming Brownfields Cleanup Grant application to U.S. EPA. The City of Waukegan is applying for a \$200,000 Brownfields Cleanup Grant for hazardous substances to U.S. EPA. The grant will be used to conduct cleanup activities on the former Fansteel property located at 801 South Market Street.

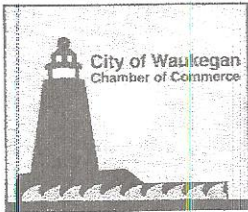
Illinois EPA acknowledges the City of Waukegan's efforts to obtain federal Brownfields funds for this project. If you have any questions, please contact Mike Charles of my staff at (217) 785-3846 or by email at [mike.charles@illinois.gov](mailto:mike.charles@illinois.gov).

Sincerely,

*Steve Colantino* by M.C.

Steve Colantino, Manager  
Office of Brownfields Assistance

c: Matt Didier – U.S. EPA Region 5



City of Waukegan Chamber of Commerce  
*Moving the Community Forward*

December 8, 2015

Mr. Wayne Motley  
Mayor  
City of Waukegan  
100 Martin Luther King Jr., Ave.  
Waukegan, IL 60085

Dear Mayor Motley:

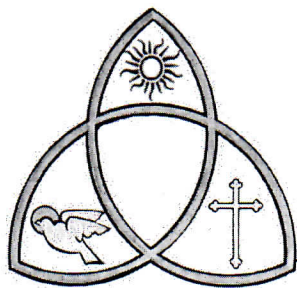
Waukegan Chamber of Commerce is in support of the City of Waukegan application to USEPA for a Brownfield Cleanup Grant of \$200,000 for South Lakefront Property.

Our organization has initiated positive change by enhancing the community economically by engaging local business, industry, and entrepreneurs in developing a stronger business community. Transforming contaminated, blighted, and unprofitable Brownfield properties into viable opportunities is a key component to enhancing the economy and business climate of Waukegan. This grant will enhance and compliment our efforts to improve the environment, strengthen the economy, and bring in new businesses. For that reason it is imperative that the USEPA support this grant request.

Should you have questions regarding our organization's support of Waukegan's Brownfield Grant Application, please contact me. Best wishes on your grant funding request.

Sincerely yours,

Waukegan Chamber of Commerce



# MOST BLESSED TRINITY

*SANTISIMA TRINIDAD*



December 8, 2015

Mr. Wayne Motley  
Mayor  
City of Waukegan  
100 Martin Luther King Jr., Ave.  
Waukegan, IL. 60085

Dear Mayor Motley:

The overall mission of the parish is to serve the people of God with a preferential option for the poor. The Social Concerns ministries work to welcome and to assist all our brothers and sisters who are unable to meet their daily living needs of food, clothing and shelter. The focus of each program is to enable each person to live in society with dignity, independence and pride as productive members.

We support the City of Waukegan application to USEPA for a Brownfield Cleanup Grant of \$200,000 for South Lakefront Property.

Should you have questions regarding our organization's support of Waukegan's Brownfield Grant Application, please contact me. Best wishes on your grant funding request.

Sincerely yours,

  
Rev Jacques Beltran



Lake County Branch NAACP  
P.O. Box 272  
North Chicago, IL 60064

Phone: (224) 372-1909



December 8, 2015

Mr. Wayne Motley  
Mayor  
City of Waukegan  
100 Martin Luther King Jr., Ave.  
Waukegan, IL. 60085

Dear Mayor Motley:

The Lake County Branch of the NAACP is fully in support of the City of Waukegan's application to USEPA for a Brownfield Cleanup Grant of \$200,000 for South Lakefront Property. Waukegan is an Environmental Justice (EJ) Community having a disproportionate share of Superfund and Brownfield sites left behind for Waukegan to work around within its Lakefront Redevelopment Plan. EPA defines environmental justice as fair treatment and meaningful involvement of all people--regardless of race, color, national origin or income-- with respect to development, implementation, and enforcement of environmental laws, regulations, and policies. Fair treatment means that no group of people should bear a disproportionate share of the negative environmental consequences resulting from industrial, governmental, or commercial operations, or the execution of federal, state, local, and tribal programs and policies.

The mission of the National Association for the Advancement of Colored People is to ensure the political, educational, social, and economic equality of rights of all persons and to eliminate racial hatred and racial discrimination. Additionally, as a member organization of the Clean Power Lake County coalition, the Lake County Branch NAACP supports efforts to build a healthy and clean lakefront for Waukegan and Lake County residents.

The cleanup of contaminated, blighted, and unprofitable Brownfield properties into viable opportunities is a key component to creating social welfare improvements, enhancing the economy, creating local jobs, and improving the overall unemployment climate of Waukegan. This grant will improve the environment, strengthen the economy, and bring in new development. It is important for our community that the USEPA support this grant request.

Should you have questions regarding our organization's support of Waukegan's Brownfield Grant Application, please contact me. Best wishes on your grant funding request.

Sincerely yours,

  
President Jennifer Witherspoon, Ally.  
Lake County Branch NAACP #3020  
North Chicago, IL



## Waukegan Main Street

December 8, 2015

Mayor Wayne Motley  
City of Waukegan  
100 Martin Luther King Jr., Ave.  
Waukegan, IL. 60085

Dear Mayor Motley:

Waukegan Main Street (WMS) is pleased to support the City of Waukegan application to USEPA for a Brownfield Cleanup Grant of \$200,000 for the South Lakefront Property.

Waukegan's downtown and lakefront district faces a wide array of challenges and opportunities, and WMS is committed to be part of the solutions and successes. In the coming year, WMS will focus on bringing more people and businesses to downtown and the lakefront. Communication is key. We have listened to our downtown businesses. Already we are partnering with landlords to clean up vacant storefronts. We will identify funding alternatives to implement beautification improvements. We know that the arts and entertainment are a powerful combination for boosting economic development. That means we will partner with community groups to expand the array of cultural and social events in our downtown and lakefront. This grant funding will enhance and complement our combined efforts to improve the environment, strengthen the economy, and bring in new businesses. We encourage USEPA support of this grant request for Waukegan. Best wishes on your 2016 grant funding request and continued progress in south lakefront redevelopment.

Please visit [www.waukeganmainstreet.org](http://www.waukeganmainstreet.org) to learn more about what we do. We are working so that you, and all of us, benefit by making positive, tangible differences for our downtown and lakefront.

Sincerely yours,

Megan McKenna Mejia  
President

Via U.S. Mail and E-Mail

December 9, 2015

Gary Deigan  
Deigan & Associates, LLC  
28835 N. Herky Drive, Unit 120  
Lake Bluff, IL 60044

[gdeigan@deiganassociates.com](mailto:gdeigan@deiganassociates.com)

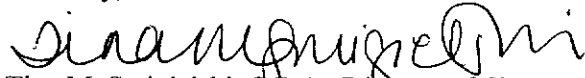
RE: Developer Cost Recovery Funds

Dear Mr. Deigan:

This letter is to verify that as of December 9, 2015, the City of Waukegan is holding \$182,831.55 in Developer Cost Recovery funds from Ampsky & Associates relative to the property located at 801 Market Street, Waukegan. The only encumbrance on the funds held by the City is a contract approved by City Council to your firm for an amount not to exceed \$25,000.00, of which \$17,168.45 has been expended to date.

Please advise if further information is needed.

Sincerely,



Tina M. Smigielski, C.P.A., Director of Finance

cc: Anne Linn, Attorney, City of Waukegan  
Noelle Kischer-Lepper, Director of Policy & Projects, City of Waukegan

Attachments:

- Developer Cost Recovery Accounting Activity – Ampsky & Associates
- City of Waukegan Minutes August 17, 2015

*Developer Cost Recovery*

*Accounting Activity*

*100-80426*

*Developer: Ampsky & Associates*

*545 N. Mayflower Rd., Lake Forest IL 60045*

*Account Owner: Noelle Kischer-Lepper*

*Office of the Mayor*

*Status: Active*

*12/12/14 Initial Deposit (200,000.00)*

*Deigan Associates Invoice # 033015-*

*4/20/15 FF801 2,500.00*

*Deigan Associates Invoice # 072915-*

*8/17/15 FF801 8,728.95*

*Deigan Associates Invoice # 101315-*

*10/26/15 FF801 5,939.50*

*Developer Balance (182,831.55)*

**CITY OF WAUKEGAN MINUTES**  
**DECEMBER 07, 2015**

	<p>The Council of the City of Waukegan met in regular session on Monday, December 7, 2015, at 7:10 P.M. In the City Council Chambers, City Hall 100 North Martin Luther King Jr. Avenue, Mayor Wayne Motley; City Clerk, Maria LaCour; and Treasurer, John Schwab were present.</p> <p><b>ROLL CALL:</b> Aldermen TenPas, May, Valko, Taylor, Cunningham, Seger, Moisio, Villalobos and Newsome</p> <p><b>ABSENT:</b> None</p>
	<p><b><u>INVOCATION:</u></b></p> <p>Bishop Coburn led a prayer and the Pledge of Allegiance.</p>
	<p><b><u>MAYOR'S COMMENTS:</u></b></p> <p>1. Discussed upcoming event in Downtown Waukegan on Saturday December 19<sup>th</sup>, 2015 from 5:00pm to 9:00pm. It is the Holiday Wauk and Santa will be present.</p> <p>The City of Waukegan is applying for a \$200,000 Brownfield Cleanup Grant from the United States Environmental Protection Agency for activities associated with the remediation of the former Fansteel Facility located at 801 S. Market Street, Waukegan, Illinois.</p> <p>As part of the application process, the City of Waukegan is required to obtain public input to their proposal, which is due December 18, 2015. Starting December 7<sup>th</sup>, 2015, a summary proposal and the proposed Analysis of Brownfield Cleanup and Alternatives will be available for public review at the City of Waukegan City Clerk's Office (100 N. Martin Luther King Jr. Avenue, Waukegan, Illinois).</p> <p>The City of Waukegan will also discuss the draft proposal and consider comments at the regularly scheduled City Council meeting on December 7<sup>th</sup>, 2015 at City Hall 100 N. Martin Luther King Jr. Avenue, Waukegan, Illinois. The City of Waukegan will consider and respond to and/or incorporate all substantial written comments provided by December 14<sup>th</sup>, 2015. Written comments should be directed by email to <a href="mailto:noelle.kischer-lepper@waukeganil.gov">noelle.kischer-lepper@waukeganil.gov</a> or by US Mail to Ms. Noelle Kischer-Lepper, Director of Policy &amp; Projects, City of Waukegan, 100 N. Martin Luther King Jr. Avenue, Waukegan, Illinois, 60085. The subject line for emailed comments should read: "Public comment on Brownfields Cleanup Grant proposal." The public may comment during audience time tonight. The Mayor then pointed out that Gary Deigan is coordinating the application process. The Mayor asked Mr. Deigan to address the audience.</p>
JAN GIBSON, GENERAL MANAGER WAUKEGAN GENESEE THEATRE	<p><b><u>AUDIENCE TIME:</u></b></p> <p>2. Thanked the council for their time, mentioned that she has been with the Genesee Theatre for seventeen months. She and her staff thanked the City for all of the support including the police department, city clerk and the entire council. They have made their jobs much easier.</p> <p>She stated that the reason for her presence tonight is to correct the record on a comment that was mentioned by a different audience member during the previous council meeting on November 16, 2015. She listened to a statement from an individual she has never met, who was quoting her on statements she never made about an incident during a power outage on September 10, where</p>

**CITY OF WAUKEGAN MINUTES**  
**DECEMBER 7, 2015**

	an individual was selling beer in the parking lot. As standard operation, her staff wrote incident reports and this was handled in-house. The Waukegan Police Department was not involved. She had not spoken with the Mayor as this individual expressed. She was contacted by the Coroner to write a report of the incident. She wants all patrons to enjoy their evening here in Waukegan, be respectful of others and return again to the theatre and to Waukegan
██████████ ████████████████████	3. Asked that we save the date February 6 <sup>th</sup> , 2016 for the upcoming 10 <sup>th</sup> Annual Mardi Gras Casino night held at Bonnie Brook Golf Course. There will be a New Orleans Style Buffet, 50/50 raffle, Casino night and great music. Event is from 6:00pm to 10:00pm. Visit <a href="http://www.waukeganmainstreet.com">www.waukeganmainstreet.com</a> for more information.
██████████ ████████████████████ ████████████████████	4. Thanked the Mayor and Council for working together with GWDC to launch a new program at 13 N Genesee St. Executive Director discussed a recent trip GWDC to Beijing, China last month where they entered into a memorandum of understanding with one of the largest economic development groups in Beijing. This really puts Waukegan in the map which encourages the exchange with China to bring businesses and students to Waukegan.
██████████ ██ ██████████	5. ██████████ came along with a group, members of the Clean Power Lake County coordinated with the Father Gary Graf Center. She is submitting a list of 75 petitions from the ninth ward. She asked the Mayor to consider bringing in NRG to a dialogue meeting; they are aware change takes time and that this would affect not only NRG finances but also the City's. She wants to see a transition from coal to clean energy.
██████████ ████████████████████	6. She stated she works in the Gary Graf Center; she represents her ward that wants a better community. She has been talking to her community for three years to improve Waukegan. She is submitting
██████████ ████████████████████	7. Stated that he is a 40 year resident of the third ward and delivers 182 petitions to Ald. Moisio. As chemical engineer of 37 years, he is aware of the potential pollution that NRG brings in, and climate change is a reality in many nations. 10 years of his career experience, he was a strategic planner for a three billion dollar company, which makes him sympathetic to NRG's need to turn a profit; however he fails to understand why NRG does not have the initiative to plan for the future of the Waukegan plant. A coal plant is an ugly reminder of the past; the City needs to take the leadership role, the initiative to plan for the future, for a potential win-win situation.
██████████ ████████████████████	8. Described herself as a proud fourth ward resident that loves taking runs along her ward and lake. She became involved in planning for a cleaner lakefront three years ago by attending meeting and council meetings. She asks her aldermen to continue his leadership on this topic to build the future that they want and for the children. She presented 223 petitions to her aldermen and Mayor.  Mayor instructed ██████████ to present the petitions to the City Clerk to be put on file
████████████████████ ████████████████████ ████████████████████	9. Presented her Aldermen 291 petitions from her from her neighbors that say it is time for proactive change.
██████████ ████████████████████	10. As a resident living in the eighth ward, in the past months he has spent many hours knocking the doors of many of his neighbors of Waukegan to collect 271 petitions.
██████████ ████████████████████	11. Introduced herself not only as a community member but as also as a mother, grandmother and great grandmother. She loves Waukegan and she wants her children, grandchildren and great grandchildren to stay and love it too. She presents 383 petitions of her neighbors that agree that it is time to plan for the future.
██████████ ████████████████████	12. Presented 156 petitions of neighbors that said it is time to change the future. He is a recent grad of Colgate University and proud to be living and working back here in Waukegan. But to be



3  
**CITY OF WAUKEGAN MINUTES**  
**DECEMBER 7, 2015**

	<p>clear most of his peers that go off to school do not come back, they go work at Milwaukee or Chicago, even Kenosha and it can only be changed by embracing change. The coal plant is not compatible with this City, The City of Progress.</p>
	<p>13. Started off by saying Merry Christmas. He started asking questions about officers which were not present in the City Council meeting.</p> <p>Per Mayor's request was asked to leave Council Chambers, per violation of article 265.1 section 3 and 4</p>
	<p>14. Described how the payout of billions of dollars in police fault cases fall back on the taxpayers, this should be avoided, tax payers should not have to pay for this expense. Proposed Personal Police Liability insurance should be considered at the expense of the police officers. Stated it is time that the citizens of Waukegan are introduced to the members of the Civil service Commission. Members need to let say: who they are, what they do and what their function is.</p>
	<p>15. She began by saying in the previous Council meeting Mayor Motley had reminded everyone there would be no exceptions to go over the three minute allowed speech time for all speakers. That same day Judge George Bridges was allowed to speak 3X's the limited time. When herself, [REDACTED] and [REDACTED] were speaking and their time was up, they were not granted an extension of time. Their first amendment of speech was violated. She proposes to be proactive and have the Mayor invite Mr. [REDACTED] and Mr. [REDACTED] to a meeting in his office for open dialogue and she assures any issues can be worked out, thank you.</p>
<p>APPROVE THE REGULAR MEETING MINUTES OF NOVEMBER 16, 2015</p> <p>APPROVED</p>	<p><b><u>MINUTES:</u></b></p> <p>16. Motion by Alderman Taylor, seconded by Alderman TenPas to approve the Regular Meeting Minutes of November 16, 2015.</p> <p>MOTION PASSED</p>
<p>ADOPT AS PRESENTED AN ORDINANCE APPROVING ZONING CALENDAR #2470 <b>15-O-100</b></p> <p>APPROVED</p>	<p><b><u>COMMITTEE REPORTS / MOTIONS</u></b></p> <p><b><u>JUDICIARY COMMITTEE REPORT CHAIRMAN ALDERMAN MOISIO:</u></b></p> <p>17. Motion by Alderman Moisio, seconded by Alderman Valko to adopt as presented an Ordinance approving Zoning Calendar #2470, Conditional use Permit for a Tire Recycling Facility, Petitioner Rescue Tire Recycling LLC/CenterPoint Properties, located at 3600 Sunset Avenue</p> <p>ROLL CALL: AYES: Alderman TenPas, May, Valko, Taylor, Cunningham, Seger, Moisio, and Newsome</p> <p>NAYS: None</p> <p>ABSENT: Aldermen Villalobos</p> <p>MOTION PASSED</p>

## **December 7, 2015 Council Meeting**

During the December 7<sup>th</sup>, 2015 City Council Meeting the City of Waukegan discussed the draft proposal for the Brownfield Cleanup Grant Application. There was a sign in sheet made available during the meeting, but none of the attendees signed the sheet.

## **Public Notice Comments and Response**

There were no comments received as of December 14, 2015 via email to the Waukegan Direct of Policy & Projects, Ms. Noelle Kischer-Lepper; therefore, response to comments is not applicable.

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Posted on: December 4, 2015

## PUBLIC NOTICE US EPA - Brownfields Cleanup Grant Proposal



### PUBLIC NOTICE

US EPA Brownfields Cleanup Grant Proposal  
City of Waukegan

The City of Waukegan is applying for a \$200,000 Brownfield Cleanup Grant from the United States Environmental Protection Agency for activities associated with the remediation of the former Fansteel Facility located at 801 S. Market Street, Waukegan, Illinois.

As part of the application process, the City of Waukegan is required to obtain public input to their proposal, which is due December 18, 2015. Starting

December 7th, 2015, a summary proposal and the proposed Analysis of Brownfield Cleanup and Alternatives will be available for public review at the City of Waukegan City Clerk's Office (100 N. Martin Luther King Jr. Avenue, Waukegan, Illinois)

The City of Waukegan will also discuss the draft proposal and consider response comments at the regularly scheduled City Council meeting on December 7th, 2015 at City Hall 100 N. Martin Luther King Jr. Avenue, Waukegan, Illinois. The City of Waukegan will consider and respond to and/or incorporate all substantial written comments provided by December 14th, 2015. Written comments should be directed by email to [noelle.kischer-lepper@waukeganil.gov](mailto:noelle.kischer-lepper@waukeganil.gov) or by US Mail to Ms. Noelle Kischer-Lepper, Director of Policy & Projects, City of Waukegan, 100 N. Martin Luther King Jr. Avenue, Waukegan, Illinois, 60085. The subject line for emailed comments should read: "Public comment on Brownfields Cleanup Grant proposal."



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### Public Comment Period for DRAFT Lakefront Active Implementation Plan

Posted on: December 2, 2015

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David

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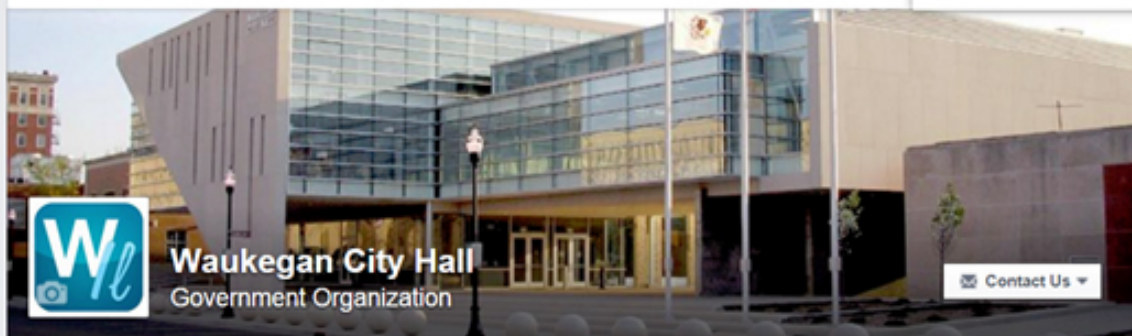
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**PUBLIC NOTICE US EPA - Brownfields Cleanup Grant Proposal**

The City of Waukegan is applying for a \$200,000 Brownfield Cleanup Grant from the United States...

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Analysis of Brownfield Cleanup Alternatives (ABCA)  
Former Fansteel Property  
801 S. Market Street  
Waukegan, Illinois 60085

---

December 7, 2015



*Prepared for:*

The City of Waukegan  
100 N. Martin Luther King Jr. Ave.  
Waukegan, IL 60085

*Prepared by:*



**Deigan & Associates, LLC**  
**Environmental Consultants**

28835 N Herky Dr. Unit 120

Lake Bluff, IL. 60044

[www.deiganassociates.com](http://www.deiganassociates.com)

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Figure 1- Site Location Map

## **1.0 INTRODUCTION AND BACKGROUND**

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### **1.1 Site Location**

The subject property being analyzed for brownfield alternatives is herein referred to as the Former Fansteel Property. The address of the subject property is 801 S. Market Street Waukegan, Illinois 60085 (42°20'42.61"N, 87°49'42.52"W) and consists of approximately 11 acres. The property is bounded to the west by the Chicago and Northwestern Railroad Company and the former Waukegan Paint and Lacquer Company property. Market Street and the Elgin Joliet and Eastern (EJ&E) Railroad Company bound the property to the east. The subject property is bounded by undeveloped land to the north and south. Former steel manufacturing buildings and above-grade structures have been demolished and removed from the property where the property is currently an undeveloped vacant lot.

### **1.2 Previous Uses of the Site**

A long history of industrial use is documented on the property dating back to the 1890s. Sanborn maps from 1890 and 1892 show two large building structures on the subject property that housed the former U.S. Sugar Refinery to the south and the U.S. Starch Works to the north. By 1912, the structures were labeled as a corn products refinery company. A tank foundation was located on the east side of the north building structure from the 1912 Sanborn map. There was a coal unloading tower near the northwest end of the building structure and the southern portion of the building was used for oil storage. By 1917, the structures have become the "Manufacturers Terminal Co."

The 1949 revisions to the 1929 Sanborn map depict many of the buildings that were formerly a part of the upper and lower plants had been demolished by 1949. The Vascoloy-Ramet Corporation (a subsidiary of Fansteel) is located in a building in an area of the Main Building. Other occupants of the main building include Quality Tool Works machine shop, a metal plates work, Shurit Products, a manufacturer of automotive repair parts, Pfanstiehl Chemical Company, and Abbott Laboratory. The 1969 Sanborn shows that the Vascoloy-Ramet Corporation continued to operate in the Main Building, with large additions to the south end of the building constructed in 1965. A graphite building was also built on the property, which was used for storage and metals reclamation operations. The Storage Building was labeled as being a loft and the Ceramics Building housed a machine shop.

The Vascoloy-Ramet Corporation was formed in 1933 as a joint venture between Fansteel and the Vanadium Alloys Steel Company. Vascoloy-Ramet began its operations in Waukegan in 1943. The Vascoloy-Ramet Corporation later dissolved and reorganized as the VR/Wesson Division of Fansteel. The Fansteel VR/Wesson plant discontinued operations in April 1987.



### **1.3 Past Site Assessment Findings**

Substantial site investigation work has been completed at the property while actively enrolled in the Illinois EPA (IEPA) Site Remediation Program (SRP) from 2004 thru 2007. Soil samples were collected in the 0 to 3 foot surface soil horizon and above the interface of the groundwater/vadose zone, visibly stained soil intervals, if present, and/or at the depth with the highest organic vapor field reading. A second round of discrete surface soil sampling was conducted on September 15, 2005, as requested by IEPA during the May 13, 2005 meeting. Constituents measured in discrete soil samples above the Tier 1 direct contact Soil Remedial Objectives (SRO) were trichloroethene, carcinogenic polynuclear aromatic hydrocarbons (CPAHs), PCBs, aldrin, arsenic, antimony, chromium, copper, lead, and mercury. Constituents measured in soil above Tier 1 migration to groundwater SROs included 1,1,1-trichloroethane, methylene chloride, trichloroethene, vinyl chloride, CPAHs, carbazole, lindane arsenic, antimony, chromium, cyanide, lead, mercury, and selenium. Ten monitoring wells were installed November 2004. Monitoring wells were positioned throughout the site at the perimeter boundary and at former operation areas.

A Remedial Action Plan was approved on February 7, 2008 and began to be implement in part during 2008 through 2009. Environmental work stopped at the property in 2009 due to lack of continued funding. The components of the remedial action plan that were completed included:

- Contaminant “source area” soil excavation and stockpiling on-site for proposed off-site landfill disposal (off-site landfill transport and disposal was not completed).
- Placement, grading, and compaction of a 3-4 ft. clean clay soil layer across the property to meet the requirements of an Engineered Barrier in 35 IAC Part 742.1100.
- Post-excavation confirmation sampling and analysis of contaminant source area bottom and sidewall soils.
- Soil sampling and analysis of imported clean soil utilized for the construction of the engineered barrier layer.

The City of Waukegan purchased the site in December of 2014 and plans to continue to transform this land into usable space as part of the City’s Redevelopment Master Plan.

### **1.4 Project Goal (Reuse Plan)**

The intended Reuse Plan for the subject property, as described in the 2003 Waukegan Master Plan, is to turn the former industrial property into residential neighborhoods. Residential development includes: condominiums, row homes, single family homes, open space, and a parking structure. Waukegan provided thousands of jobs to residents during the 19th and 20th century industrial era, but the industries departure from Waukegan has left behind many environmentally impaired sites that have inhibited the ability to transforms the community. Reviving the subject property for residential redevelopment will help to attract developers to achieve Waukegan’s Master Plan. The transformation of Waukegan Lakefront and Downtown will offer new homes, businesses, recreation, and entertainment for the public, bringing Waukegan back to a community that is not disproportionally developed.

## **2.0 APPLICABLE REGULATIONS AND CLEANUP STANDARDS**

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### **2.1 Cleanup Oversight Responsibility**

As the owner of the Site, the City of Waukegan is responsible for the cleanup activities. The City is now leading completion of remaining incomplete remedial work to obtain a No Further Remediation Letter for the 11 acre site. The City of Waukegan will procure a qualified environmental consulting company to oversee the site cleanup activities. The cleanup will also be in accordance with the Site Remediation Program overseen by IEPA.

### **2.2 Cleanup Standards for Major Contaminants**

The overall objective of cleanup work is to reduce concentrations of constituents of concern (COCs) in soil and groundwater to acceptable levels that could remain under an engineered barrier without migration to Lake Michigan surface water. All confirmation sampling and analysis will be compliant with IEPA Residential Tier 1 SRO for the contaminants of concern on the subject property.

### **2.3 Applicable Laws & Regulations**

Laws and regulations that are applicable to this cleanup include Tiered Approach to Corrective Action Objectives (TACO) rules (35 Ill. Adm. Code 742), federal, state, and local laws regarding procurement of contractors to conduct the cleanup will be followed. In addition, all appropriate permits (*e.g.*, notify before you dig, soil transport/disposal manifests) will be obtained prior to the work commencing.

## **3.0 EVALUATION OF CLEANUP ALTERNATIVES**

### **3.1 Cleanup Alternatives**

To address contamination from the former heavy industrial use at the Site, the following remedial alternatives were considered:

- *Alternative 1* - No Action
- *Alternative 2* – Complete excavation and disposal of impacted soil on the subject property
- *Alternative 3* – Combination of site excavation and disposal of impacted soil as well as capping with Illinois EPA approved engineered barriers

### **3.2 Impact of Potential Climate Changes**

The following observed and potential changing climate conditions have been identified for the Midwest United States via the website <http://scenarios.globalchange.gov/>:

### *Observed Climate Change Trends*

<b>Category</b>	<b>Observed Trends</b>
Temperature	Annual temperatures in the Midwest have generally been well above the 1901-1960 average since the late 1990s, beginning in 2000 being the warmest on decade record. Seasonal temperature trends denote warmer winters and springs, with no overall trend in summer and fall. Annual temperature increases, as well as those for the spring season, are statistically significant (at the 95% confidence level).
Precipitation	The 20th century annual and summer precipitation trends are upward and statistically significant for the Midwest region.
Extremes	The frequency of cold waves in the Midwest has been very low since the mid-1990s. The frequency of heat waves has not been particularly high in recent decades, with the 1930s “Dust Bowl” remaining as the period with the most intense heat in history. The frequency and intensity of extreme precipitation in the region has increased, as indicated by multiple metrics.
Additional Climate Features	Great Lakes water levels have fluctuated over a range of 3 to 6 feet since the late 19th century. Trends on the lakes have been relatively small with the exception of the combined Lake Michigan-Huron system, which has shown a statistically significant downward trend over the past 150 years. Measurements of ice cover on regional lakes indicate a negative trend in both duration of ice cover and percentage of total ice cover.

### *Future Regional Climate Scenarios*

<b>Category</b>	<b>Future Regional Climate Scenarios</b>
Temperature	<p>CMIP3 models show small spatial variations in simulated annual mean temperature change for both scenarios, though there is a slight tendency for greater warming toward the northwestern part of the region. The models indicate that temperature increases across the Midwest are statistically significant (at the 95% confidence level) for all future time periods and both emissions scenarios. Seasonal temperature increases are simulated by the NARCCAP models to be largest in winter and summer, with the two seasons having near-opposite spatial patterns.</p> <p>There is uncertainty within the range of model-simulated temperature changes, but for each model simulation, the warming is unequivocal and large compared to historical temperature variations.</p> <p>NARCCAP simulations indicate increases in the number of hot days (maximum temperature of more than 95°F) throughout the region, with the largest increases in southern areas. The freeze-free season is simulated by the NARCCAP models to lengthen by 20 to 30 days across the majority of the Midwest region.</p>

Precipitation	<p>CMIP3 models simulate the greatest increases in annual mean precipitation for the far north, while indicating a decrease for the southwestern corner of the region. Seasonally, NARCCAP models generally simulate increases in precipitation in winter, spring, and fall, but decreases in summer. The range of model-simulated precipitation changes is considerably larger than the multi-model mean change for both the high and low emissions scenarios, meaning that there is greater uncertainty associated with precipitation changes in these scenarios.</p> <p>NARCCAP simulations indicate increases in the number of wet days (precipitation exceeding 1 inch) for the entire Midwest region, with increases of up to 60%. The largest changes are seen in the states bordering Canada. These increases are statistically significant in northern parts of the region (see figure).</p> <p>Statistically significant decreases in the number of consecutive dry days (precipitation of less than 0.1 inches) are also simulated for northern areas. However, simulations indicate an increased number of dry days for southern portions of the region,</p>
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Given the above-noted climate change concerns, the following site-specific risk factors have been identified:

- The engineered barrier that will be utilized as part of the remediation will be made of a dense clay which has poor filtration characteristics. The increased precipitation in this area could pose as a concern and contribute to flooding on the target site. Gently contouring the engineered barrier will allow for natural drainage from the site eliminating the concern of flooding.

The following table summarizes how well each alternative is expected to accommodate the identified climate change risk factors. All stages of the cleanup process have been considered as well as the long-term reuse of the Site:

<b>Remedial Alternative</b>	<b>Ability of Alternative to Accommodate Identified Climate Change Risk Factors Low, Moderate, High</b>
<u>Alternative 1</u> No Action	Moderate
<u>Alternative 2</u> Complete excavation and disposal of impacted soil on the subject property	Low
<u>Alternative 3</u> Combination of site excavation of impacted soil as well as capping and other engineered barriers	Moderate

### 3.3 Effectiveness, Implementability and Preliminary Cost Estimates

<b>Remedial Alternative</b>	<b>Risk Management</b>	<b>Technical Feasibility</b>	<b>Compliance with State/Local Laws or Other Public Concerns</b>	<b>Financial Feasibility</b>
<u>Alternative 1</u> No Action	Will not comply with Section 8 of Remediation Regulations – soil concentrations of contaminants of concern at the Site exceed Applicable ROs.	Yes	No - Site would not be in compliance with Remediation Regulations.	Yes \$0
<u>Alternative 2</u> Complete excavation and disposal of impacted soil on the subject property	Will comply with Section 8 of Remediation Regulations by removing the potential for site users to come into contact with contaminated soil & groundwater.	Yes	Yes	No At Minimum ~\$60,000,000
<u>Alternative 3</u> Combination of site excavation of impacted soil as well as capping and other engineered barriers	Will comply with Section 8 of Remediation Regulations by reducing the potential for site users to come into contact with contaminated soil & groundwater and mandating that future users of the Site maintain the cap and manage it accordingly.	Yes	Yes	Yes ~\$400,000

### 3.4 Recommended Cleanup Alternative

Based on the technical feasibility and cost efficiency evaluation, D&A recommends Alternative 3 as a cost-effective remedial alternative that is in compliance with the intent of the Clean-up Remediation Regulations (as well as other applicable federal, state and local laws or public concerns). This alternative is technically feasible and is consistent with current and future land use. The following tasks will propel this alternative and successfully mitigate actual and potential risks to human health and the environment.

- Perform confirmation sampling and analysis at specific previously excavated source areas and the contaminated soil stockpile proposed to be removed as part of remedial activities.
- Conduct four quarters groundwater monitoring to confirm groundwater at the subject property is free of contaminants of concern by installing groundwater monitoring wells to



perform sampling/analysis to demonstrate no migration of contaminants to surface water pathway (IEPA RAP approval condition).

- Perform confirmation sampling and analysis of 2008 through 2009 placed engineered barrier and 2016 engineered barrier that is to be installed as part of future remedial activities to demonstrate they meet IEPA residential Tier 1 TACO objectives.

The preferred remedial *Alternative 3* is proposed to be implemented at the Site in conjunction with redevelopment of the Site.





DATE: 9/16/15	SITE LOCATION MAP  PLANS PREPARED FOR CITY OF WAUKEGAN  WAUKEGAN, ILLINOIS	 <div>Deigan &amp; Associates, LLC Environmental Consultants 28835 N. Herky Drive, Unit 120 Lake Bluff, IL 60044 Tel (847) 578-5000 Web: www.deiganassociates.com</div>	REVISIONS			
PROJECT ID:			NO.	DATE	DESCRIPTION	BY
FIGURE: 1						
APPROVED BY: GD			DESIGNED BY: GD	DRAWN BY: SB		



## Application for Federal Assistance SF-424

\* 1. Type of Submission:

- ☐ Preapplication  
☒ Application  
☐ Changed/Corrected Application

\* 2. Type of Application:

- ☒ New  
☐ Continuation  
☐ Revision

\* If Revision, select appropriate letter(s):

\* Other (Specify):

\* 3. Date Received:

12/18/2015

4. Applicant Identifier:

5a. Federal Entity Identifier:

5b. Federal Award Identifier:

State Use Only:

6. Date Received by State:

7. State Application Identifier:

8. APPLICANT INFORMATION:

\* a. Legal Name:

City of Waukegan

\* b. Employer/Taxpayer Identification Number (EIN/TIN):

36-6006137

\* c. Organizational DUNS:

0745838240000

d. Address:

\* Street1:

100 N. Martin Luther King Jr. Ave.

Street2:

\* City:

Waukegan

County/Parish:

\* State:

IL: Illinois

Province:

\* Country:

USA: UNITED STATES

\* Zip / Postal Code:

60085-4328

e. Organizational Unit:

Department Name:

Public Works

Division Name:

Engineering

f. Name and contact information of person to be contacted on matters involving this application:

Prefix:

Mr.

\* First Name:

Tom

Middle Name:

\* Last Name:

Hagerty

Suffix:

Title:

Public Works Director

Organizational Affiliation:

City of Waukegan

\* Telephone Number:

847-360-0944

Fax Number:

\* Email:

tom.hagerty@waukeganil.gov



## Application for Federal Assistance SF-424

### \* 9. Type of Applicant 1: Select Applicant Type:

C: City or Township Government

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

\* Other (specify):

### \* 10. Name of Federal Agency:

Environmental Protection Agency

### 11. Catalog of Federal Domestic Assistance Number:

66.818

CFDA Title:

Brownfields Assessment and Cleanup Cooperative Agreements

### \* 12. Funding Opportunity Number:

EPA-OSWER-OBLR-15-06

\* Title:

FY16 Guidelines for Brownfields Cleanup Grants

### 13. Competition Identification Number:

Title:

### 14. Areas Affected by Project (Cities, Counties, States, etc.):

Add Attachment

Delete Attachment

View Attachment

### \* 15. Descriptive Title of Applicant's Project:

Former Fansteel Brownfield Cleanup Grant

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

**Application for Federal Assistance SF-424****16. Congressional Districts Of:**\* a. Applicant \* b. Program/Project 

Attach an additional list of Program/Project Congressional Districts if needed.

**17. Proposed Project:**\* a. Start Date: \* b. End Date: **18. Estimated Funding (\$):**

* a. Federal	<input type="text" value="200,000.00"/>
* b. Applicant	<input type="text" value="217,831.00"/>
* c. State	<input type="text" value="0.00"/>
* d. Local	<input type="text" value="0.00"/>
* e. Other	<input type="text" value="0.00"/>
* f. Program Income	<input type="text" value="0.00"/>
* g. TOTAL	<input type="text" value="417,831.00"/>

**\* 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**

- ☐ a. This application was made available to the State under the Executive Order 12372 Process for review on .
- ☒ b. Program is subject to E.O. 12372 but has not been selected by the State for review.
- ☐ c. Program is not covered by E.O. 12372.

**\* 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**☐ Yes ☒ No

If "Yes", provide explanation and attach

**21. \*By signing this application, I certify (1) to the statements contained in the list of certifications\*\* and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances\*\* and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)**

☒ \*\* I AGREE

\*\* The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

**Authorized Representative:**

Prefix:  \* First Name:

Middle Name:

\* Last Name:

Suffix:

\* Title: \* Telephone Number:  Fax Number: \* Email: \* Signature of Authorized Representative:  \* Date Signed: